

Migration from EDE to ARC-AMPE Audit and Accountability (AU) controls

CMS requirements for Direct Enrollment Entities

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Purpose

This white paper provides a guide for Direct Enrollment Entities (DEEs) to upgrade their Enhanced Direct Enrollment (EDE) System Security and Privacy Plans (SSPPs) to the Acceptable Risk Controls for ACA, Medicaid, and Provider Entities (ARC-AMPE).

Due to the substantial number of controls, and to facilitate ease of use, this white paper is one of a series of 20 which divides the ARC-AMPE by control family. This white paper addresses the Access Control controls

ARC-AMPE Control Families		
Control Family	Number of Controls	
Access Control	46	
Awareness and Training	9	
Audit and Accountability (This Document)	18	
Assessment, Authorization, and Monitoring	12	
Configuration Management	25	
Contingency Planning	16	
Identification and Authentication	21	
Incident Response	15	
Maintenance	12	
Media Protection	8	
Physical and Environmental Protection	9	
Planning	6	
Program Management	5	
Personnel Security	8	
Personally Identifiable Information Processing and Transparency	10	
Risk Assessment	8	
System and Services Acquisition	18	
System and Communications Protection	28	
System and Information Integrity	30	
Supply Chain Risk Management	4	

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Background

Affordable Care Act

The Affordable Care Act (ACA) revolutionized access to healthcare in the United States by establishing Health Insurance Marketplaces (HIMs). Enhanced Direct Enrollment (EDE) is an ACA innovation that allows third-party entities, such as insurers and web-brokers, to offer consumers a seamless application and enrollment experience directly through their platforms. This approach improves accessibility to the marketplace while maintaining compliance with federal regulations.

Enhanced Direct Enrollment

Direct Enrollment (DE) is a service that allows approved Qualified Health Plan (QHP) issuers and third-party web-brokers (online insurance sellers) to enroll consumers in Exchange coverage, with or without the assistance of an agent/broker, directly from their websites.

The Enhanced Direct Enrollment (EDE) user experience goes well beyond the plan shopping and enrollment experience that is available via Classic DE. EDE is a service that allows approved EDE entities (e.g., QHP issuers and web-brokers approved to participate in EDE) to provide a comprehensive consumer experience including the eligibility application, Exchange enrollment, and post-enrollment year-round customer service capabilities for consumers and agents/brokers working on behalf of consumers, directly on issuer and web-broker websites. Through EDE, approved EDE Entities build and host a version of the HealthCare.gov eligibility application directly on their websites that securely integrates with a back-end suite of Federally Facilitated Exchanges (FFEs) application programing interfaces (APIs) to support application, enrollment and more.

Source: cms.gov

CMS oversight

The Centers for Medicare & Medicaid Services (CMS) exercises oversight of DEEs, which are responsible for overseeing and managing marketplace operations to ensure compliance with federal regulations, safeguard consumer data, and maintain the integrity of the HIM. Key aspects of CMS's oversight include:

- Requiring DEEs to undergo rigorous audit processes, including demonstrating compliance with security and privacy control requirements.
- Enforcing strict data protection measures in the DE environment to ensure the confidentiality, integrity, and availability of consumer data and requiring entities to implement cybersecurity controls, conduct regular risk assessments, and submit independent security audits.
- Requiring DEEs to adhere to operational policies and procedures, such as providing accurate plan information, maintaining transparent consumer interactions, and facilitating HIM enrollment without bias.
- Requiring DEEs to report any data breaches or system incidents promptly and to take corrective actions as directed by CMS and the U.S. Department of Health and Human Services (HHS) Office for Civil Rights (OCR).
- Requiring DEEs to renew their Authority to Connect (ATC) annually, providing updated documentation and evidence of continued compliance with all requirements.

Through these oversight mechanisms, CMS ensures that DEEs in the healthcare.gov environment deliver secure, compliant, and user-friendly services, aligning with the ACA's mission to expand access to quality health coverage.

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ARC-AMPE

CMS published the ARC-AMPE for Direct Enrollment Entities (DEEs) Version 1.0 dated July 7th, 2025. This framework replaces the EDE security and privacy guidelines:

- ARC-AMPE Volume 1 contains high-level guidance, and Volume 2 has the minimum-level security and privacy controls
- ARC-AMPE Volume 2 is the new format for the SSPP for DEEs.
- The compliance date for DEEs is June 2026.

The minimum control baseline for ARC-AMPE DEE compliance consists of 308 controls which have been derived from the National Institute of Standards and Technology (NIST) Special Publication (SP) 800-53 Revision 5, "Security and Privacy Controls for Information Systems and Organizations."

The number of controls required for the mandatory baseline represents a significant increase from the EDE baseline (295 controls), and DEEs should be prepared for an increased level of effort for developing the SSPP and submitting more artifacts during audits.

Another major change is the format of the SSPP template. EDE used a Microsoft Word format whereas ARC-AMPE is an Excel spreadsheet.

Control mapping

The mapping of the controls found in the EDE audit baseline (based on NIST SP 800-53 Revision 4) to their new locations in ARC-AMPE (based on NIST SP 800-53 Revision 5) are included in the table below. The table lists the EDE control directly compared with the ARC-AMPE equivalent control name, as applicable. The table also documents any new ARC-AMPE controls that do not have EDE equivalents, as well as those controls that have been combined or withdrawn for ARC-AMPE.

Note also that all references to NIST SP 800-53 Revision 5 included below are based on version 5.1.1, which was issued on November 7, 2023.

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Audit and Accountability (AU)

The set of controls in this family focus on how the Exchange shall: (1) create, protect, and retain IT system audit records to the extent needed to enable the monitoring, analysis, investigation, and reporting of unlawful, unauthorized, or inappropriate IT system activity; and (2) ensure that the actions of individual IT system users can be uniquely traced to those users so they can be held accountable for their actions.

	EDE		ARC-AMPE
Control	Audit and Accountability Policy and Procedures	Control	Policy and Procedures
The organizat a. Develop persons An pur cor ent Pro auc and b. Review 1. Auc hur	ps, documents, and disseminates to applicable	a. Dev defi 1. 2. b. Des dev auc	velop, document, and disseminate to organization- ined personnel and roles: Organization-level audit and accountability policy that: (a) Addresses purpose, scope, roles, responsibilities, management commitment, coordination among organizational entities, and compliance; and (b) Is consistent with applicable laws, Executive Orders, directives, regulations, policies, standards, and guidelines; and Procedures to facilitate the implementation of the audit and accountability policy and the associated audit and accountability controls; signate an organization-defined official to manage the relopment, documentation, and dissemination of the lit and accountability policy and procedures; and view and update the current audit and accountability: Policy at least every one (1) year and following organization-defined events; and Procedures at least every one (1) year and following organization-defined events.
Control	Audit Events	Control	Event Logging
mission capable 1. Set i. U ii. A iii. N iv. S vi. A vii. A viii. A viii. A xiii. A		AU-02: Event Logging a. Identify the types of events that the system is capal logging in support of the audit function: organization defined event types based on a risk assessment of organization defined mission/business needs; b. Coordinate the event logging function with other organizational entities requiring audit-related inform to guide and inform the selection criteria for events logged; c. Specify the following event types for logging within system: organization-defined event types along with organization-defined frequency or situation for each identified event type; d. Provide a rationale for why the event types selected logging are deemed to be adequate to support after fact investigations of incidents; and e. Review and update the event types selected for log at least every one (1) year and whenever there is a significant system modification or change in the systemironment.	

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		EDE	ARC-AMPE
	xiii. xiv.	Anomalous (e.g., non-attributable) activity; Data as required for privacy monitoring privacy controls;	Incorporates withdrawn control AU-2(3). Incorporates a withdrawn control in the second
	XV.	Concurrent log on from different workstations;	 Incorporates audit elements of withdrawn App J control UL-2.
	xvi.	Override of access control mechanisms;	OL-Z.
	XVII.	Process creation;	
	xviii.	System access, including unsuccessful and successful login attempts, to information systems containing personally identifiable information (PII);	
	xix.	Successful and unsuccessful attempts to create, read, write, modify, and/or delete extracts containing PII from a database or data repository;	
	XX.	Privileged activities or system level access to PII;	
	xxi.	Concurrent logons from different workstations; and	
	XXII.	All program initiations, e.g., executable file.	
b.	organ to enl	dinates the security audit function with other izational entities requiring audit-related information nance mutual support and to help guide the tion of auditable events; and	
C.	deem	des a rationale for why the auditable events are ed to be adequate (relevant) to support after-the- evestigations of security and privacy incidents; and	
d.	Deter ongoi follow	mines, based on current threat information and ng assessment of risk, which events in the ing list require auditing on a continuous basis and events require auditing in response to specific	
		lser log-on and log-off (successful or unsuccessful);	
		Configuration changes;	
	ii.		
	iii.		
	iv.		
	٧.		
	vi.		
	vii.	Override of access control mechanisms.	
	viii.	System access, including unsuccessful and successful login attempts, to information systems containing PII;	
	ix.	Successful and unsuccessful attempts to create, read, write, modify, and/or delete extracts containing PII from a database or data repository;	
	Χ.	Privileged activities or system level access to PII;	
	xi.	Concurrent logons from different workstations; and	
	xii.	1 0	
	xiii.	Verify that proper logging is enabled to audit administrator activities.	

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	EDE		ARC-AMPE
Control	Reviews and Updates	Control	I N/A
The organizevents within whenever the mplemental mpleme	eviews and Updates cation reviews and updates the list of auditable n every three hundred sixty-five (365) days or here is change in the threat environment. ation Standards n Owner reviews and approves the list of auditable	Withdra	awn Control: Incorporated into AU-02.
Control	Content of Audit Records	Control	Content of Audit Records
The information a. Date b. Compoccur c. Type d. User/ e. Outco f. Execut	ent of Audit Records ation system generates audit records containing that specifies: and time of the event; conent of the information system (e.g., software conent, hardware component) where the event rred; of event; subject identity; ome (success or failure) of the event; ution of privileged functions; and mand line (for process creation events).	Ensure t the followa. W b. W c. W d. Sc e. Ou f. Ide	Content of Audit Records that audit records contain information that establishes owing: What type of event occurred; When the event occurred; Where the event occurred; Source of the event; Outcome of the event; and dentity of any individuals, subjects, or objects/entities associated with the event.
Control	Additional Audit Information	Control	Additional Audit Information
The informa detailed info capture: a. b. c. Implementa Required fo environmen 1. The in a. b. c. d.	More detailed session, connection, transaction, or activity duration information; For client-server transactions, the number of bytes received and bytes sent; Additional informational messages to diagnose or identify the event; and Characteristics that describe or identify the object or resource being acted upon in the audit records for audit events identified by type, location, or subject.	Generate informati requirem e. Se f. Fo re g. Ac ide h. Ch re i. Inc	ote audit records containing the following additional ation and event details explicitly needed for audit ments: Session, connection, transaction, or activity duration; For client-server transactions, the number of bytes eccived and bytes sent; Additional informational messages to diagnose or dentify the event; Characteristics that describe or identify the object or esource being acted upon; Individual identities of group account users; and Sull-text of privileged commands.
	organization defines audit record types. The audit d types are approved and accepted by the System er.		

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	EDE		ARC-AMPE
Control	N/A	Control	Limit Personally Identifiable Information Elements
New NIST SP 800-53 Rev.5 Control and applicable to ARC-AMPE.		AU-03(03): Limit Personally Identifiable Information Elements Limit Personally Identifiable Information (PII) contained in au records to the defined elements identified in the privacy risk assessment: system-defined elements in the Privacy Impact Assessment (PIA).	
Control	Audit Storage Capacity	Control	Audit Log Storage Capacity
The organization configures at capacity will implementation.	4: Audit Storage Capacity organization allocates audit record storage capacity and figures auditing to reduce the likelihood that storage acity will be exceeded. AU-04: Audit Log Storage Capacity Allocate audit log storage capacity to accommod minimum, storage capacity of ninety (90) days are organization-defined audit log retention requirem acity must be sufficient to handle auditing records during to performance times (e.g., open enrollment).		dit log storage capacity to accommodate, at a torage capacity of ninety (90) days and any other
Control	Response to Audit Processing Failures	Control	Response to Audit Logging Processing Failures
The informat a. Alerts applica proces b. Takes in resp issue. Implementar 1. The info	conse to Audit Processing Failures ion system: defined personnel or roles (defined in the able system security plan) in the event of an audit using failure; and the actions defined in Implementation Standard 1 conse to an audit failure or audit storage capacity tion Standards ormation system takes the following action in se to an audit failure or audit storage capacity Shutdown the information system or halt processing immediately; and Systems that do not support automatic shutdown must be shut down within 1 hour of the audit processing failure.	 AU-05: Response to Audit Logging Processing Failu a. Alert organization-defined personnel or roles within real-time in the event of an audit logging process fand b. Take the following additional actions: Shut down the system or halt processing immedor Shut down systems that do not support automal shutdown within one (1) hour of the audit process failure. 	
Control	Audit Storage Capacity	Control	Audit Storage Capacity
The informat personnel, ro security plan applicable se	dit Storage Capacity ion system provides a warning and alerts key les, and/or locations (defined in the applicable), within a defined time period (defined in the accurity plan), when allocated audit record storage les 80 percent of the repository's maximum audit ge capacity.	Withdrawn	Control: Incorporated into AU-04

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	EDE		ARC-AMPE
Control	Audit Review, Analysis, and Reporting	Control	Audit Record Review, Analysis, and Reporting
AU-6: Audit Review, Analysis, and Reporting The organization: a. Reviews and analyzes information system audit records no less often than weekly for indications of inappropriate or unusual activities defined within the Implementation Standards and reports findings to designated organizational officials (defined in the applicable security plan); and b. Adjusts the level of audit review, analysis, and reporting within the information system when there is		 a. Reviet than vorgan and the activitient of the roles; b. Report roles; c. Adjust report 	rt findings to organization-defined personnel or
	a change in threat environment including operations, assets, individuals, other organizations, or the Nation based on law enforcement information, intelligence information, or other credible sources of information.	inforn	nation, or other credible sources of information.
	ntation Standards		
	Review system records for initialization sequences, logons (successful and unsuccessful), errors, system processes, security software (e.g., malicious code protection, intrusion detection, firewall), applications, performance, and system resources utilization to determine anomalies no less than once within a twenty-four (24) hour period and on demand. Generate alert notification for technical personnel review and assessment.		
	Review network traffic, bandwidth utilization rates, alert notifications, and border defense devices to determine anomalies no less than once within a twenty-four (24) hour period and on demand. Generate alerts for technical personnel review and assessment.		
	Investigate suspicious activity or suspected violations on the information system, report findings to appropriate officials and take appropriate action.		
	Use automated utilities to review audit records no less often than once every seventy-two (72) hours for unusual, unexpected, or suspicious behavior.		
	Inspect administrator groups on demand but no less often than once every fourteen (14) days to ensure unauthorized administrator, system, and privileged application accounts have not been created.		
	Perform manual reviews of system audit records randomly on demand but no less often than once every thirty (30) days.		
Control	Process Integration	Control	Automated Process Integration
AU-6(1):	Process Integration	AU-06(01):	Automated Process Integration
The organization	nization employs automated mechanisms to integrate ew, analysis, and reporting processes to support ional processes for investigation and response to s activities. ntation Standards	Integrate au	dit record review, analysis, and reporting using automated mechanisms to the fullest extent

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	EDE		ARC-AMPE
2. Rav forr 3. Rav aut	gregated audit records from automated ormation security capabilities and service tools st be searchable by the organization: a. Information is provided to the organization in a format compliant with Federal (e.g., Continuous Diagnostics and Mitigation) requirements; b. Audit records sources include systems, appliances, devices, services, and applications (including databases). c. Organization directed audit information collection rules/requests (e.g., sources, queries, data calls) must be implemented/provided within the timeframe specified in the request. w audit records must be available in an unaltered mat to the organization. w security information/results from relevant omated tools must be available in an unaltered mat to the organization.		
Control	Correlate Audit Repositories	Control	Correlate Audit Record Repositories
The organizat different repos awareness. Implementati 1. Corr sear 2. Raw form 3. Raw auto	ion analyzes and correlates audit records across sitories to gain organization-wide situational ion Standards elated results from automated tools must be chable by the organization: a. Repository sources include systems, appliances, devices, services, and applications (including databases); and b. Organization directed repository information collection rules/requests (e.g., sources, queries, data calls) must be implemented/provided within the timeframe specified in the request. audit records must be available in an unaltered at to the organization. security information/results from relevant mated tools must be available in an unaltered at to the organization.	Analyze and	Correlate Audit Record Repositories d correlate audit records across different to gain organization-wide situational awareness.
Control	Audit Reduction and Report Generation	Control	Audit Record Reduction and Report Generation
The information can a. Supporting reporting the supporting supporting the supporting sup	Reduction and Report Generation on system provides an audit reduction and report pability that: ts on-demand audit review, analysis, and g requirements and after-the-fact investigations rity incidents; and	Provide and generation of a. Support	dit Record Reduction and Report Generation I implement an audit record reduction and report capability that: orts on-demand audit record review, analysis, and ting requirements and after-the-fact investigations idents; and

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	EDE		ARC-AMPE
	not alter the original content or time marking of ecords.	 Does not alter the original content or time ordering of audit records. 	
Control	Automatic Processing	Control	Automatic Processing
The informat	utomatic Processing tion system provides the capability to process audit events of interest based on selectable event	dit Provide and implement the capability to process, sort, and search audit records for events of interest based on the following content: organization-defined selectable event cand fields within audit records.	
Control	Time Stamps	Control	Time Stamps
b. Recormappe Green	•	 AU-08: Time Stamps a. Use internal system clocks to generate time stamps audit records; and b. Record time stamps for audit records that can be mapped to Coordinated Universal Time (UTC) or Greenwich Mean Time (GMT) and are accurate to one hundred (100) milliseconds. 	
Control	Synchronization with Authoritative Time Source	Control	N/A
The informat authoritative than thirty (3 Implementa 1. The infor http: 2. The serv Tecl secc geog 3. The netw than	information system synchronizes internal mation system clocks at least hourly with: //tf.nist.gov/tf-cgi/servers.cgi organization selects primary and secondary time ers used by the National Institute of Standards and mology (NIST) Internet time service. The ondary server is selected from a different graphic region than the primary server. organization synchronizes the system clocks of work computers that run operating systems other Windows to the Windows Server Domain troller emulator or to the same time source for that	Withdrawn	Control: Incorporated into SC-45(1).
Control	Protection of Audit Information	Control	Protection of Audit Information
The informat	ction of Audit Information tion system protects audit information and audit nauthorized access, modification, and deletion.	AU-09: Protection of Audit Information a. Protect audit information and audit logging tools from unauthorized access, modification, and deletion; and b. Alert organization-defined personnel or roles upon detection of unauthorized access, modification, or deletion of audit information.	

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	EDE		ARC-AMPE
Control	Access by Subset of Privileged Users	Control	Access by Subset of Privileged Users
The organizat	cess by Subset of Privileged Users ion authorizes access to management of audit o only those individuals or roles who are not dit by that system, and is defined in the applicable ity plan.	Authorize a	Access by Subset of Privileged Users ccess to management of audit logging functionality organization-defined subset of privileged users or
Control	Non-Repudiation	Control	Non-Repudiation
process acting	Repudiation on system protects against an individual (or g on behalf of an individual) falsely denying med a particular action.	Provide irre	n-Repudiation Ifutable evidence that an individual (or process ehalf of an individual) has performed organizationions to be covered by non-repudiation.
Control	Audit Record Retention	Control	Audit Record Retention
The organizat (90) days and provide suppo- incidents and retention requ Implementat 1. Audit correc a min inspe 2. Wher Threa releas 3. Audit Archiv	Record Retention tion retains audit records online for at least ninety archives old records off-line for ten (10) years to out for after-the-fact investigations of security to meet regulatory and organizational information tirements. ion Standards inspection reports, including a record of ctive actions, are retained by the organization for imum of three (3) years from the date the ction was completed. In subject to a legal investigation (e.g., Insider at), audit records must be maintained until seed by the investigating authority. In record retention must comply with National ves and Records Administration (NARA) or other ritative mandate durations.	records for ten (10) years consistent with records retention policy to provide support for after-the-fact investigations of	
audital implem U.S.C the foll 1. Al at 2. Al cc audital 4. Ti	on system: es audit record generation capability for all ble events defined in AU-2 and associated nentation standards including requirements of 5 §552a(c), Accounting of Certain Disclosures and	 a. Proving types AU-2 audit b. Allow the expression c. c. Ge 	dit Record Generation de audit record generation capability for the event the system is capable of auditing as defined in a on all systems and network components where capability is deployed/available; organization-defined personnel or roles to select event types that are to be logged by specific conents of the system; and enerate audit records for the event types defined in that include the audit record content defined in .

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	EDE	ARC-AMPE
	5. The audit trail must capture command line changes, batch file changes and queries made to the system (e.g., operating system, application, and database).	
b.	Allows defined personnel or roles (defined in the applicable security plan) to select which auditable events are to be audited by specific components of the information system; and	
C.	Generates audit records for the list of events defined in AU-2 with the content defined in AU-3.	

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References

NIST SP 800-53 Revision 5.1.1

NIST SP 800-53 Revision 4

CMS Standards

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Jessica joined Coalfire in 2024 with five prior years of cybersecurity consulting experience. She supports our clients as a Consultant for the GRC Healthcare team where she specializes in cybersecurity risk management, cybersecurity program advisory, and compliance for the healthcare industry.

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lan is a seasoned cybersecurity professional with a wealth of experience across a spectrum of frameworks and standards, including NIST SP 800-53, HIPAA, ISO 27001, ISO 20000, and ISO 9001.

With a meticulous eye for detail and a strategic mindset, lan excels in developing tailored solutions to ensure compliance and mitigate risks within complex organizational environments. His expertise extends to leading audits and risk assessments, as well as providing advisory for driving continuous improvement initiatives to enhance cybersecurity posture and operational resilience.

About Coalfire

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